

Message Text

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C O N F I D E N T I A L SECTION 1 OF 2 PRAGUE 0509

USIA FOR IEU SADLIK

E.O. 11652: GDS

TAGS: PFOR, SCUL, CZ

SUBJECT: EXCHANGES AGREEMENT

1. FIRST MEETING OF US AND CZECHOSLOVAK OFFICIALS FOR INFORMAL DISCUSSIONS OF EXCHANGES AGREEMENT TOOK PLACE FEBRUARY 26 IN CORDIAL AND CONSTRUCTIVE ATMOSPHERE. EMBASSY REPRESENTED CHARGE, PAO QUINN, POLCOUNSELOR FRISBIE AND ECON OFFICER LAMOUREUX. CZECHOSLOVAK SIDE HEADED BY MIROSLAV Z EMLA, FORMER AMBASSADOR TO CANADA AND UK, WHO ALSO PARTICIPATED IN 1974 TALKS. COPIES OF Z EMLA'S OPENING STATEMENT POUCHED EUR/EE (KENT BROWN) FEBRUARY 27; DETAILED NOTES ON MEETING WILL BE POUCHED MARCH 2. PURPOSE OF THIS CABLE IS TO GIVE GENERAL TENOR OF TALKS, HIGHLIGHT PROBLEM AREAS AND SET FORTH EMBASSY RECOMMENDATIONS FOR DEALING WITH THEM.

2. IN OPENING STATEMENT, Z EMLA, SAID CZECHOSLOVAK SIDE WAS PROCEEDING ON ASSUMPTION THAT THREE DRAFTS WERE EXTANT; GOC DRAFT OF OCTOBER 29, 1973 ON CULTURAL COOPERATION; GOC DRAFT OF NOVEMBER 30, 1973 ON SCIENTIFIC AND TECHNOLOGICAL COOPERATION; AND US DRAFT PRESENTED OCTOBER 18, 1975. HE THEN TABLED SUPPLEMENT TO
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PREAMBLE OF BOTH GOC DRAFTS ADDING REFERENCES TO

CSCE. (TEXTS POUCHED; WE SEE NO DIFFICULTY WITH THEM.) Z EMLA THEN CALLED ATTENTION TO WHAT CZECHOSLOVAK SIDE SAW AS TWO FUNDAMENTAL QUESTIONS AND SAID IN HIS VIEW NEGOTIATIONS SHOULD PROCEED QUICKLY ONCE THEY ARE RESOLVED: A) CONCEPT AND NATURE OF EXCHANGES AND CONTACTS; B) ESTABLISHMENT OF MACHINERY TO ENSURE IMPLEMENTATION. ONFORMER GOC BELIEVED "INTERGOVERNMENTAL EXCHANGES SHOULD PROCEED MAINLY BETWEEN ORGANIZATIONS, INSTITUTIONS AND SOCIETIES OF BOTH COUNTRIES." AT THE SAME TIME, THEY "DO NOT OPPOSE CONTACTS OF INDIVIDUALS; THOSE CAN, HOWEVER...BE IN FACT ONLY DERIVED FROM THE FIRST CATEGORY OF CONTACTS, OR PROCEED WITHIN ITS FRAMEWORK." Z EMLA THEN NOTED THAT AT MARCH 11, 1974 MEETING, US DELEGATION HAD AGREED THAT "PROVATE INITIATIVE OF INDIVIDUALS WILL NOT BE THE SUBJECT OF INTERGOVERNMENTAL EXCHANGES." ON LATTER POINT, Z EMLA GAVE TRADITIONAL EASTERN EUROPEAN ARGUMENTATION FOR JOINT COMMISSION, BASED ON NEED TO "DELIMIT, COORDIANTE AND GIVE ASSESSMENT ON COOPERATION." INTERESTINGLY, HOWEVER, GOC EVIDENTLY VIEWS THIS AS STICKING POINT ONLY ON SCIENTIFIC AND TECHNICAL SIDE ALTHOUGH "CULTURAL CONTACTS COULD ALSO BE INCLUDED." Z EMLA WENT ON TO NOTE THAT CONCEPT OF JOINT COMMISSION SHOULD POSE NO PROBLEM FOR US SIDE, SINCE IN SCIENTIFIC AND TECHNOLOGICAL AGREEMENTS WITH USSR, YUGOSLAVIA AND ROMANIA, WE HAVE ALREADY ACCEPTED THAT CONCEPT. Z EMLA THEN BROUGHT UP QUESTION OF ONE VERSUS TWO AGREEMENTS, AND RESTATED GOC PREFERENCE FOR TWO, BASED UPON CZECHOSLOVAK PRACTICE, RECENT INTERNATIONAL TRENDS, AND CZECHOSLOVAK CONSTITUTIONAL REQUIREMENTS.

3. WHILE NOTING THAT WE WOULD OF COURSE WISH TO SEEK DEPARTMENT'S REACTIONS ON QUESTION OF "CONCEPT" OF EXCHANGES AND OF ROLES OF INSTITUTIONS VIS-A-VIS INDIVIDUALS, WE TOLD CZECHOSLOVAKS THAT WE DID NOT VIEW THIS, AS SET FORTH BY Z EMLA, AS PROBLEM. ON ESTABLISHMENT OF MACHINERY TO IMPLEMENT AGREEMENT, WE NOTED THAT US PREFERENCE IS TO KEEP SUCH ARRANGEMENTS CONFIDENTIAL

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MENTS AS INFORMAL AND AS FLEXIBLE AS POSSIBLE, BASED NOT LEAST ON EXPERIENCE OF HAVING REQUIRED MEETINGS OF COMMISSIONS WHEN IN FACT THERE WAS NOTHING OF SUBSTANCE TO DISCUSS. IN OUR VIEW, AD HOC MEETINGS OF INTERESTED PARTIES WAS PREFERABLE ARRANGEMENT. ON QUESTION OF ONE OT TWO AGREEMENTS, WE INDICATED THAT OUR INSTRUCTIONS WERE FIRM, AND THAT WE DID NOT ENVISAGE ANY POSSIBILITY OF SEPARATE AGREEMENTS.

WE POINTED OUT, HOWEVER, THAT THIS WAS TO BE AN UMBRELLA AGREEMENT, AND THAT IMPLEMENTING PROGRAM DOCUMENTS WOULD BE REQUIRED TO GIVE EFFECT TO IT. PROGRAM DOCUMENTS COULD BE SEPARATE FOR DIFFERENT TYPES OF PROGRAMS ALTHOUGH THEY WOULD PRESUMABLY BE NEGOTIATED AT SAME TIME; THIS MIGHT BE SUFFICIENT TO MEET GOC NEEDS. IT MIGHT ALSO BE POSSIBLE TO SEPARATE OVERALL AGREEMENT INTO TWO OR MORE PARTS; CULTURAL, SCIENTIFIC AND TECHNICAL, AND PERHAPS OTHERS. US POSITION WAS FIRM, HOWEVER, THAT ONLY ONE -AGREEMENT" SHOULD BE SIGNED.

6. BOTH SIDES AGREED THAT THESE BASIC QUESTIONS SHOULD BE RESOLVED BEFORE PROCEEDING TO LINE BY LINE DISCUSSION OF TEXTS. CZECHOSLOVAKS SUGGESTED MEETING AGAIN IN TWO WEEKS; I.E., MARCH 11. WE ACCEPTED TENTATIVELY, BUT TOLD Z EMLA WE WOULD HAVE TO CONFIRM THIS NEXT WEEK. COMMENT AND RECOMMENDATIONS: DISCUSSION MADE IT CLEAR TO US THAT JOINT COMMISSION CONCEPT IS PRIMARY POINT WHICH GOC HOPES TO CARRY; Z EMLA NEARLY TOLD US STRAIGHT OUT THAT GOC WOULD GO ALONG WITH SINGLE AGREEMENT IF WE WOULD GOALONG WITH "IMPLEMENTING BODY" CONCEPT. (WE REALIZE OF COURSE THAT FOREIGN MINISTER CHNOUPEK HAS ALREADY UNDERCUT GOC POSITION IN FAVOR OF TWO AGREEMENTS, BUT DID NOT THINK IT POLITIC OR NECESSARY TO POINT THAT OUT EXPLICITLY TO Z EMLA AT INITIAL MEETING.) WE WERE ALSO STRUCK BY WHAT APPEARED TO BE CONSIDERABLE DEGREE OF FLEXIBILITY IN CZECHOSLOVAK POSITION AS TO JUST WHAT "JOINT BODY" WOULD BE CALLED AND HOW IT WOULD BE DESCRIBED IN AGREEMENT. WE PROPOSE, THEREFORE, THAT WE BE AUTHORIZED TO STATE CONFIDENTIAL

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AT NEXT MEETING THAT WE ACCEPT CONCEPT OF A BODY TO REVIEW PROGRAMS CARRIED OUT UNDER THE AGREEMENT, AND TO PROPOSE LANGUAGE ALONG THE FOLLOWING LINES FOR INCLUSION IN THE AGREEMENT:

"A REVIEW GROUP, COMPOSED OF SUCH MEMBERS AS THE TWO PARTIES NAME AS THEIR REPRESENTATIVES, WILL CONVENE PERIODICALLY TO CONSIDER THE OPERATION OF THE VARIOUS PROGRAMS FUNCTIONING UNDER THIS AGREEMENT, AND TO MAKE RECOMMENDATIONS TO THE APPROPRIATE PARTIES AS TO FUTURE PROGRAMS."

IF CZECHOSLOVAKS WILL ACCEPT SUCH PHRASEOLOGY, WE BELIEVE THAT WE WILL BE WELL ALONG IN NEGOTIATING

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C O N F I D E N T I A L SECTION 2 OF 2 PRAGUE 0509

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PROCESS. AS NOTED ABOVE, WE DO NOT SEE THAT CONCEPT OF INDIVIDUAL VIS-A-VIS INSTITUTIONAL EXCHANGES, AS HIGHLIGHTED BY ZEMLA, CONSTITUTES A PROBLEM. WE WOULD, HOWEVER, APPRECIATE DEPARTMENT'S VIEWS ON THIS QUESTION.

7. ALL IN ALL, WE WERE FAVORABLY IMPRESSED BY GOC ATTITUDE, AND BELIEVE THEY ARE IN FACT EAGER TO NEGOTIATE SERIOUSLY AND TO CONCLUDE AGREEMENT. TO DAMPEN ANY EXPECTATION ON THEIR SIDE, HOWEVER, THAT SIGNATURE WAS JUST AROUND THE CORNER, CHARGE NOTED AT END OF MEETING THAT WE WERE ENGAGED IN SIMILAR NEGOTIATIONS WITH HUNGARY AND BULGARIA, AND THAT SAME OFFICE IN DEPARTMENT WAS CHARGED WITH OVERSEEING ALL THREE. SINCE THEIR TIME WAS NECESSARILY SPREAD RATHER THIN, THIS COULD RESULT IN SOME UNAVOIDABLE DELAYS.

8. FEBRUARY 27 RUDE PRAVO CONTAINS ONE SENTENCE REPORT ON PAGE 2 NOTING THAT "SECOND ROUND OF TALKS BETWEEN EXPERTS ON CONCLUDING A SCIENTIFIC, TECHNOLOGICAL AND CULTURAL AGREEMENT (NOTE USE OF SINGULAR) BETWEEN THE CSSR AND THE USA WAS BEGUN IN PRAGUE THURSDAY."

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